S A F E

P R O J E C T   M A N A G E M E N T

P L A N

13 December 1977

PREPARED BY THE

CONSOLIDATED SAFE PROJECT OFFICE

EXECUTIVE SUMMARY

The Congressional Conference Report on the FY 1977 Budgets
for the CIA and DIA recommended coordinated development of
the CIA's SAFE (Support for the Analysts' File Environment)
and DIA's ADISS (Advanced Defense Intelligence Support
System) projects. In August and September of 1977 the
Director, Defense Intelligence Agency and the Director of
Central Intelligence concurred in the immediate formation of
the Consolidated SAFE Project Office (CSPO).

The CSPO will be responsible for the development of a system
that satisfies the CIA and DIA user requirements as defined
and validated by each Agency. This effort will encompass
not only the common requirements but also those unique to
each Agency. It will be directed towards maximizing cost
savings through common development, procurement and service
for both Agencies.

The CSPO will be staffed from both Agencies but housed within
CIA for administrative support. It will be responsible to
the Directors of both Agencies for carrying out the mission
as stated herein under the guidelines specified in the Memorandum
of Understanding between the Director of Central Intelligence
and the Director, Defense Intelligence Agency.

The currently contracted (CIA SAFE and DIA ADISS) efforts will
be redirected to result in the selection of one prime contractor
to develop the SAFE System. Support contracts will be awarded
to support definition and analytical efforts of the CSPO.

The CSPO will report monthly, quarterly, and semi-annually
on the Program's progress and funding status to appropriate
authorities as identified in Section VI, Oversight and Reporting.
A jointly chaired CIA/DIA Steering Committee will review the
Project quarterly and will be available to resolve any inter-
agency problems impacting the Consolidated SAFE Project.

Summarily and additionally, this plan:

    o   Describes the procedure for coordination and
          establishes the structure for consolidated
          management,

    o   Specifies methods to be utilized for funding
          and procurement,

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o   Describes how user requirements will be
      accommodated,

o   Lists milestones for the planned development.

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SAFE PROJECT MANAGEMENT PLAN

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ACRONYMS AND ABBREVIATIONS

ADISS   — Advanced Defense Intelligence Support System

ADP   — Automatic Data Processing

ADSTAR   — Automatic Document Storage and Retrieval System.

AIRES   — Advanced Imagery Requirements and Exploitation System.

CIA   — Central Intelligence Agency.

COINS   — Community On-line Intelligence System.

COMPT/CIA   — Comptroller of CIA.

CSPO   — Consolidated SAFE Project Office.

DCI   — Director of Central Intelligence.

DCP   — Design Competition Phase of the initial CIA SAFE Project.

D/DCI/ICS   — Deputy to DCI for the Intelligence Community Staff.

DDA   — Deputy Director for Administration/CIA.

D/NFAC   — Director of National Foreign Assessment Center/CIA.

D/OCR   — Director of Office of Central Reference/NFAC/ CIA.

D/ODP   — Director of Office of Data Processing/DDA/CIA.

DD/DIA   — Deputy Director of Defense Intelligence Agency.

DG   — General Defense Intelligence Program Staff/DIA.

DIA   — Defense Intelligence Agency.

DDS&T   — Deputy Director for Science and Technology/CIA.

NFAC   — National Foreign Assessment Center.

NFIP   — National Foreign Intelligence Program.

OCR	—	Office of Central Reference/NFAC/CIA.
ODP	—	Office of Data Processing/DDA/CIA.
RS or RS/DIA	—	Deputy Director for Resources and Support/ Comptroller/DIA.
SAFE	—	Support for the Analysts' File Environment.
SP or SP/DIA	—	Systems Planning Office/DIA.
VP	—	Vice Director for Production/DIA.

SECTION I

INTRODUCTION

1.1 PURPOSE AND SCOPE OF PLAN

This document establishes the Consolidated SAFE Project
Management Plan Under the guidelines delineated in the CIA/DIA
Memorandum of Understanding. It provides for the joint
development of an information handling system which will
be designed to satisfy DIA and CIA intelligence requirements
as referenced in paragraph 1.3 of this Management Plan.

The management approach is based on the premise that an overall
system design can be developed which will satisfy user requirements
of both Agencies. The goal of joint management is to reduce
development, procurement and maintenance cost by capitalizing
on commonality.

The scope of this plan is limited to developing and implementing
a system which will meet the objectives outlined in paragraph 1.3.

This document encompasses the organizational mission, system
objectives, management approach, CSPO organization/functions,
and financial management and oversight.

The System will be turned over to operational organizations
within each Agency upon acceptance. The detailed planning
for system transition and operation will be accomplished
in coordination with the appropriate directorates within
the respective Agencies as the system design is developed.

1.2 MISSION STATEMENT

The Consolidated SAFE Project Office will define, develop
and bring to operation the SAFE System to satisfy the needs of
the production analysts and users in the CIA and the DIA.
Further, it will take maximum advantage of requirements and
functions common to both Agencies to minimize system development,
procurement, maintenance and operating costs.

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1.3   SYSTEM OBJECTIVE

The SAFE System objective is to support improvement in the timeliness, quality, and effectiveness of intelligence data used to produce information for policy/decision makers and military commanders. Modern automatic data processing tools and communications will be provided to:

o   Assist in the analytical process by making available hardware and software techniques for retrieving, manipulating and correlating intelligence data,

o   Support the management, production and dissemination of finished intelligence,

o   Assist in the intelligence assessment process and collection requirements process,

o   Permit data interchange with other systems at both national and field levels, (e.g., COINS, AIRES, ADSTAR, and intelligence handling systems at Unified and Specified Commands)

o   Permit accomodations for future requirements,

o   Enable restructuring and redesigning of intelligence database holdings for efficient operational utilization,

o   Support a security environment consistent with established policies and procedures.

The SAFE System will encompass those user requirements defined by CIA's SAFE Functional Requirements Document (as maintained) and the ADISS Master Plan of 10 June 1977 as detailed and amended by the contracted (Aug. 77) System Definition Study. The System will address all elements of these requirements, those unique to each Agency as well as those common to both Agencies.

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SECTION II

MANAGEMENT

2.1   APPROACH

The Consolidated SAFE Project Office will carry out the SAFE development by managing the currently contracted efforts of each Agency and future development, procurement and contractual support efforts. The objective is to have the system development performed by a prime contractor with technical service contractors as required to support the CSPO's activities.

The CIA SAFE Design Competition Phase (DCP) contracts will result in selection of a prime contractor for the development of the System.

The DIA SAFE System Definition Contractor will complete documentation and analysis of the following DIA tasks:

    o   User requirements,

    o   System data sources and flow,

    o   Data management systems,

    o   Viable alternatives to satisfy DIA requirements.

This contractor will then be tasked to define interface and integration requirements to other systems in DoD.

The CIA contractor for Design Support Services will continue the support tasks currently assigned, particularly in the user language/workstation requirements development area, until the prime contractor is selected. At that time the CIA and DIA (support) contractors' roles will be redefined to complement the CSPO's capabilities.

2.2   PROJECT PHASING

The SAFE Program will be carried out in five phases as follows:

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2.2.1   REQUIREMENTS DEFINITION (1975 - MARCH 1978)

This phase provides for the delineation of those functions which the users expect the System to perform to support their needs. At all times there will be a set of baseline requirements against which development is taking place and a set of priority ordered changes against which future plans will be made.

The initial set of requirements for (CIA) SAFE was released in June of 1977 and will be updated in January of 1978 as a baseline document for use in system definition. The baseline requirements for DIA SAFE will be detailed (within the scope of the 10 June 1977 ADISS Master Plan) by March 1978. These sets of requirements will be integrated by the CSPO to define the total SAFE system. The integrated requirements will be given to the DCP contractors to permit them to define a system to satisfy both Agencies.

2.2.2   SYSTEM DESIGN COMPETITION (OCTOBER 1977 - JUNE 1979)

During this phase the initial CIA SAFE Design Competition Phase contracts will be extended to include the DIA requirements noted above. In addition, the results of the other DIA System Definition tasks will be integrated into the overall system design. The Design Competition Phase contracts will result in detailed System Acquisition Proposals. These proposals will be evaluated on the bases of cost, performance and risk and the winner will proceed to the System Development and Acquisition Phase.

2.2.3   SYSTEM DEVELOPMENT AND ACQUISITION (JULY 1979 - 1982)

During this phase the winner of the Design Competition Phase will become the prime contractor for the SAFE System. The system design will be further detailed and analyzed leading to Requests for Proposals being issued for the standard hardware and software. Development work will be initiated for software and any special hardware required. The standard hardware and software will be acquired during this phase to support development activity and for total system delivery to the government.

2.2.4   INSTALLATION, TESTING AND ACCEPTANCE (1981 - 1983)

Because installation, testing and acceptance plans are
dependent on system architecture and budget levels, these
plans will be detailed in the System Acquisition Proposals
at the end of the Design Competition Phase.

A phased installation will be sought with a core of basic
elements brought to an initial operating status. Upon
completion of successful testing and acceptance the remainder
of the system will be built on this core.

2.2.5   OPERATIONS (1983 -   )

An operational group within each Agency (RS within DIA and
ODP within CIA) will operate and manage the system. The
CSPO will work in close coordination with these respective
groups to plan transition phasing and ensure that the
transition to operational status is successful. These
operational groups, in close coordination, will maintain the
system and respond to evolving requirements as delineated by
both Agencies.

2.3   MAJOR PROJECT MILESTONES

The following major milestones represent planning prior to consolidation of the technical programs and will be updated quarterly.

1.	Establishment of the CSPO	10/77
2.	Concurrence of the Memorandum of Understanding and SAFE Project Management Plan	12/77
*3.	Extension of the Design Competition Phase contracts	1/78
*4.	Receive DIA's:	
	(a) System Definition Functional Requirements Document	3/78
	(b) Data Flow and Source Analysis Document	5/78
	(c) Database Analysis Document	6/78
	(d) Alternative Analysis Document	9/78
5.	Select Prime Contractor	6/79
6.	Receive System Implementation Plan	8/79
7.	Initiate Site(s) Selection/Preparation	10/79
8.	Select Hardware	4/80
9.	Receive Initial System Deliveries	3/81
10.	Initial Operational Capability	3/83

(dates based on (DIA/CIA) FY 1979 Budget Request of $3.7 million and out-year funding).

*FIGURE 1 shows the detailed relationships of the DIA Systems Definition Contract and the CIA Design Competition Phase contracts. It shows the pulling together of those two efforts in FY 1978 and the evolution, in FY 1979, to a single system design. Additional contractual support will be initiated in FY 1978 to provide systems integration and interface planning, validation and verification, and to expand the Design Competition Phase contracts to include DIA requirements.

1977		1978		FY-79	

AUG SEP OCT NOV DEC JAN FEB MAR APR MAY JUN JUL AUG SEP OCT NOV DEC JAN FEB MAR APR MAY JUN JUL AUG SEP O

'IVITIES*

DIA DATA SOURCE
AND FLOW ANALYSIS

CIA DATA FLOW
ANALYSIS

DIA DATA BASE
SYSTEM ANALYSIS

CIA ARCHITECTURE
SE ION

CANDIDATE
W/SW ALTERNATIVES

CIA SYSTEM DESIGN

DIA REQUIREMENTS
DEFINITION

IA SYSTEM
LTERNATIVES AND
FCOMMENDATIONS

IA DESIGN
NALYSIS

REQUIREMENTS/
TRADEOFF ANAL.

IA COMMUNICATION
YSTEM DESIGN

IA SYSTEM
CQUISITION PHASE
ROPOSAL

LEGEND:
☐ DIA ACTIVITIES
○ CIA ACTIVITIES
⊗ FORMER CIA MILESTONES
△ CONSOLIDATED DCP ACTIVITIES
◇ PRIME CONTRACTOR SELECTION

*ACTIVITY PREFIXES INDICATE CURRENT CONTRACTUAL TASK NUMBERS.
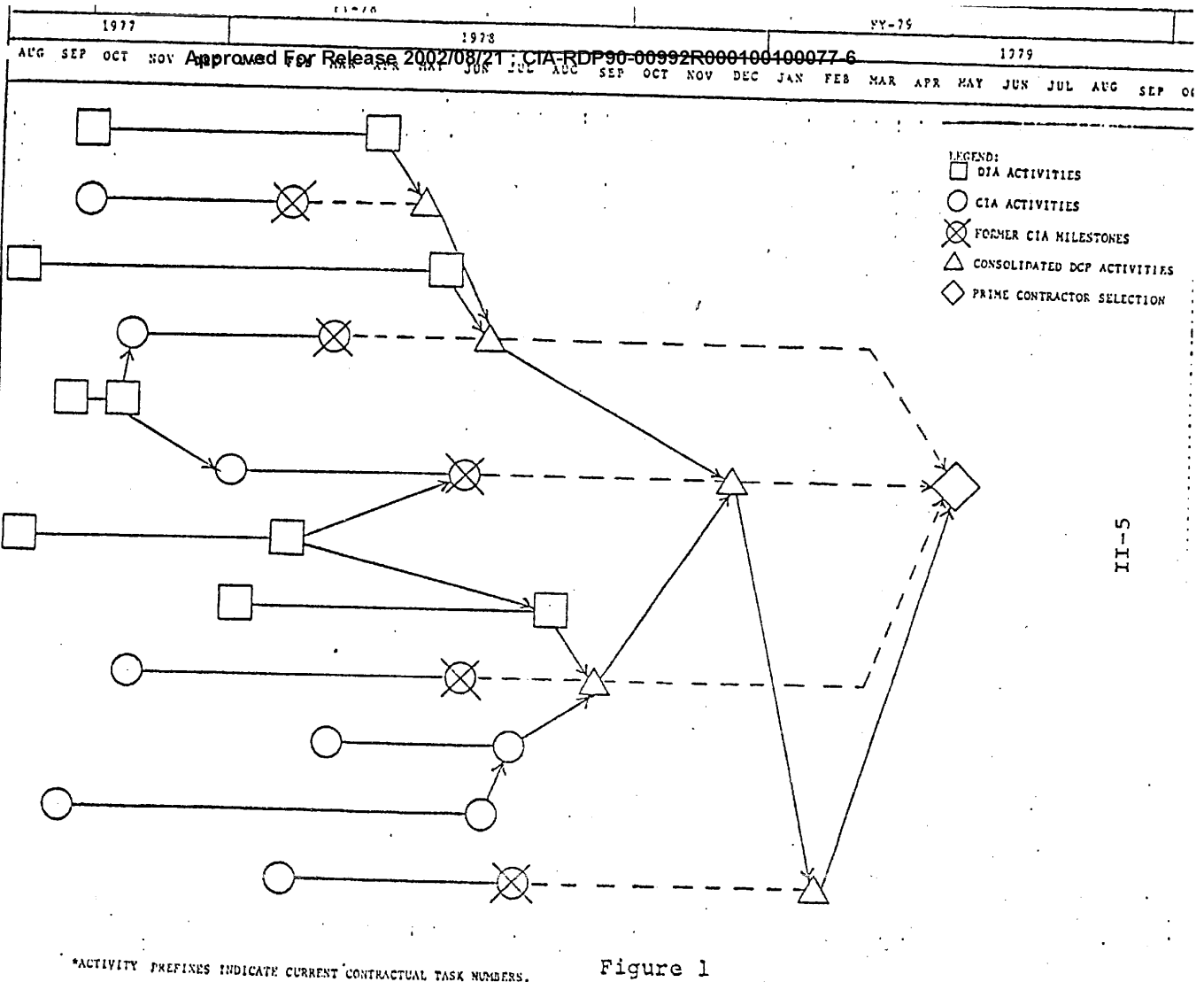
Figure 1

II-5

SECTION III

PROJECT OFFICE

3.1 PROJECT DIRECTION

The Consolidated SAFE Project Office has been charged by the Directors of both Agencies for development of a system responsive to the users' needs. The Project Director and Deputy are responsible for the successful execution of the SAFE Project.

3.2 ORGANIZATION AND FUNCTIONS

The CSPO will be a joint CIA/DIA activity administratively under the control of the CIA's Office of Data Processing. The CSPO will be made up of the following components (as shown in Figure 2) with functions as indicated below.

3.2.1 PROJECT PLANNING AND CONTROL

The Chief of Project Planning and Control is responsible for:

o Development and maintenance of Project plans and for development of control mechanisms, tools and displays for use by all elements of the Project.

o Logistic and site planning for the system.

o Document controls and configuration management.

o Operational requirements and transition planning.

o Budget and Financial Management:

- Preparing responses to queries in preparation for budgetary hearings.

- Preparation of the joint project/program budget request.

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- Assure proper accounting of all Project resources and provide appropriate statements to each Agency.

- Obtain the certification of the availability of funds for all procurement actions.

- Understanding budgetary procedures within each Agency and working in close coordination with the appropriate Agency comptrollers to ensure adherence to program budget milestones and procedures.

3.2.2 SYSTEM DEVELOPMENT AND ACQUISITION

The Chief of System Development and Acquisition is responsible for:

o Managing the system design, development, integration testing, acceptance and transition to operation.

o Monitoring and providing advice on related development programs in other components of DIA and CIA.

o Providing technical oversight and contract management for the principal contracted effort.

3.2.3 SYSTEMS ANALYSIS

The Chief of Systems Analysis is responsible for:

o Integration of CIA and DIA requirements in coordination with the Requirements and Database Administration components.

o Reliability and test programs.

o Monitoring support contracts.

o Defining interfaces to other systems.

o Validation and verification of system cost-effectiveness, performance and architecture.

o   System security.

-   Ensuring that the system attains the level of
    security commensurate with the standing policies
    and security levels of information contained
    in the system's files.

-   Providing security advice to the Project
    Director and other staff components.

3.2.4   DATABASE ADMINISTRATION

The Chief of Database Administration is responsible for:

o   Identification and definition of all databases
    on the system to include recommendations for
    combined use and support where practicable.

o   Identification of maintenance responsibility
    for all files.

o   Coordination with System Development and
    Acquisition and Requirements components to
    ensure that database structures and management
    are responsive to users' needs.

3.2.5   REQUIREMENTS

The Chief of Requirements is responsible for:

o   Identification and assembly of all intelligence
    and support requirements of the users in each
    Agency.

o   Ensuring the validation and priority ranking
    of requirements with each Agency.

o   Developing (in coordination with Project
    Planning and Control) substantive justification
    for Project resource requests.

o   Advising the Project Director and Deputy
    Director on all requirements matters.

o   Establishing and monitoring all appropriate
    control and reporting procedures for requirements.

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o   Validating (in coordination with System Develop-
ment and Acquisition and System Analysis components)
that the SAFE System satisfies users' requirements.

3.3   STAFFING REQUIREMENTS

The staffing estimates (shown in Table 1) are based on the
following premises:

o   The organizational functions as outlined
above are carried out by CSPO.

o   The DIA System Definition and validation/verification
are contracted efforts. The Rome Air Development
Center will provide DIA with technical assistance
and contract administrative support.

o   The CSPO integrates requirements and provides
technical as well as management oversight to the
prime contractor.

o   The CSPO is provided administrative support by
the CIA.

o   DIA personnel assigned to the CSPO must meet
CIA Security Standards including full field
investigation and polygraph interview.

o   Both Agencies will proceed immediately to fill
vacancies with the objective of being fully
staffed by 1 April 1978.

o   A minimum of two DDS&T officers with direct
project management experience will be assigned
to the CSPO. They will be assigned to the
Project Planning and Control and System
Development and Acquisition Components. They
will not only support project activities
directly but will support the Project Director
in identifying and utilizing personnel resources
of the DDS&T as appropriate to the various
phases and segments of the Project. These
additional resources may be utilized by direct
assignment, by loan or in an advisory capacity.

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                        ┌─────────────┐
                        │   PROJECT   │
                        │  DIRECTOR   │
                        │    (CIA)    │
                        ├─────────────┤
                        │DEPUTY (DIA) │
                        └─────────────┘
                              1 - (CIA)
                              1 - (DIA)
                             ┌2 - (CIA)┐
                             │1 - (DIA)│ Clericals
                              5 Positions
 ┌─────────────┐                                    ┌─────────────┐
 │   PROJECT   │                                    │             │
 │  PLANNING   │                                    │ REQUIREMENTS│
 │  & CONTROL  │                                    │             │
 │    (CIA)    │                                    │    (DIA)    │
 └─────────────┘                                    └─────────────┘
    6 - (CIA)                                          2 - (CIA)
    1 - (DIA)                                          3 - (DIA)
    7 Positions                                        5 Positions


 ┌─────────────┐        ┌─────────────┐             ┌─────────────┐
 │   SYSTEM    │        │             │             │  DATABASE   │
 │ DEVELOPMENT │        │  SYSTEMS    │             │  ADMINIS-   │
 │& ACQUISITION│        │  ANALYSIS   │             │  TRATION    │
 │    (CIA)    │        │   (CIA)     │             │   (DIA)     │
 └─────────────┘        └─────────────┘             └─────────────┘
    3 - (DIA)             1 - (DIA)                    2 - (CIA)
    8 - (CIA)             5 - (CIA)                    1 - (DIA)
   11 Positions           6 Positions                 3 Positions
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FIGURE 2
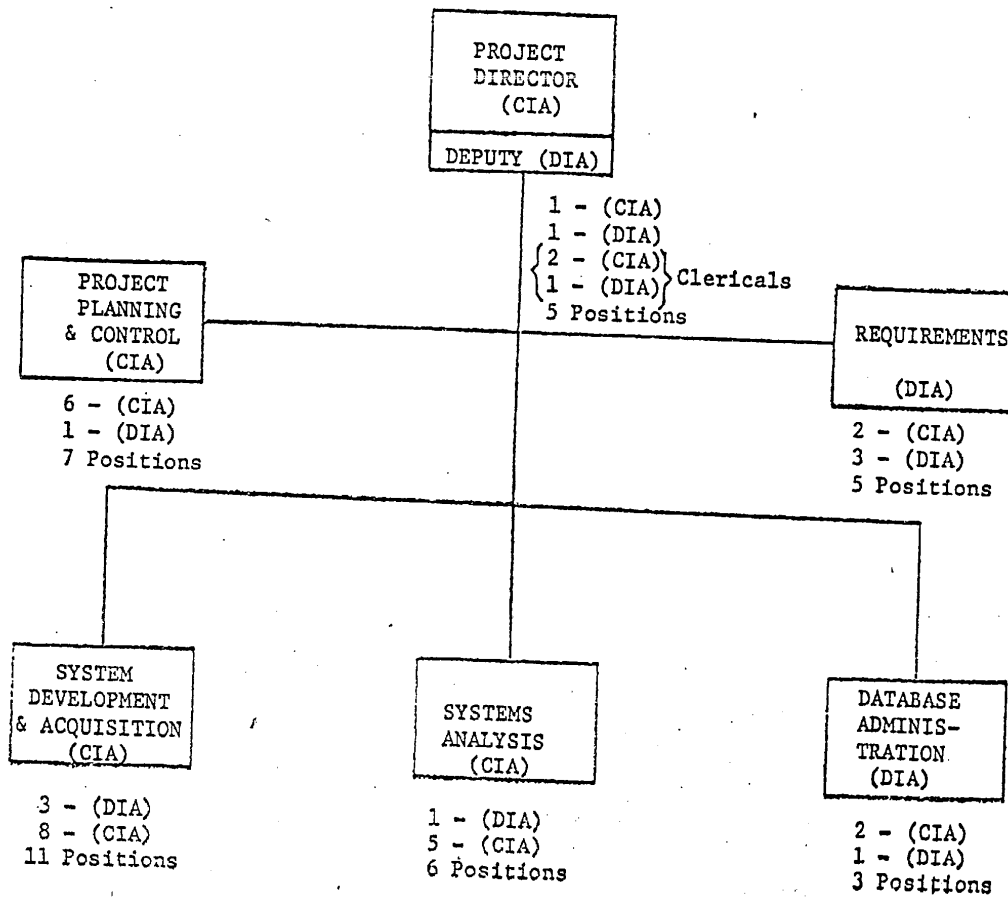
STAFFING ESTIMATES

(Parenthetical numbers represent CIA/DIA positions respectively).

	FY-78	FY-79	FY-80	FY-81	FY-82
PD/DPD*	5 (3/2)	5 (3/2)	5 (3/2)	5 (3/2)	5 (3/2)
PP&C	7 (6/1)	10 (7/3)	** 18 (11/7)	** 25 (13/12)	** 25 (13/12)
REQMNTS	5 (2/3)	4 (1/3)	2 (1/1)	2 (1/1)	2 (1/1)
SD&A	11 (8/3)	15 (10/5)	16 (11/5)	16 (11/5)	16 (11/5)
SA	6 (5/1)	8 (6/2)	6 (4/2)	6 (4/2)	6 (4/2)
DBA	3 (2/1)	4 (2/2)	4 (2/2)	3 (1/2)	3 (1/2)
	37 (26CIA/11DIA)	46 (29/17)	51 (32/19)	57 (33/24)	57 (33/24)

* Includes 3 clericals who support the total staff.

** Includes operations personnel to support initial operation in CIA/DIA and planning personnel to support applications programming in DIA.

Table 1

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SECTION IV

SYSTEM FUNCTIONAL REQUIREMENTS

4.1   RESPONSIBILITIES

The statement of user requirements for the SAFE System will continue to be the responsibility of the individual Agencies. This information will be obtained from the Systems Analysis Staff of the Office of Central Reference (SAS/OCR/NFAC) for the CIA and from the DIA SAFE User Requirements Manager who will be the focal point within DIA for user requirements.

The CSPO will integrate the requirements of both Agencies and support revalidation of these requirements within each Agency (NFAC for CIA and VP for DIA). The integrated requirements will be those against which the system will be developed.

The CSPO will maintain this integrated set of requirements in the form of a consolidated SAFE Functional Requirements Document. This document and all modifications will require the concurrence of the appropriate organizations within each Agency.

4.2   CLARIFICATION AND RESOLUTION

Clarification and resolution of system inconsistencies in the satisfaction of the requirements will be accomplished through a Joint Requirements Board consisting of the Chief, SAS/OCR/NFAC/CIA and the DIA Requirements Manager and chaired by the Project Director.

SECTION V

FINANCIAL MANAGEMENT

5.1   BUDGET

A consolidated Project Budget request will be developed
annually by the CSPO for approval by the respective Agencies
in accordance with respective Agency budget calendars. This
budget request will identify and quantify those resources
necessary to fund for system development designed to satisfy
CIA/DIA user requirements.

The budget will identify the total system costs, indicating
the portion attributable to each Agency's unique requirements
and the equal proration for common elements. Civilian
personnel pay and benefits will be the responsibility of
the parent Agency to which the individuals are assigned.

The CSPO will recommend appropriate priorities for consideration
by each Agency in developing the Project's overall resource
requirements. Each Agency will review the budget request
and include its approved level of resources in its respec-
tive budget.

The CIA's SAFE resource requirements will be included in
the NFAC Budget Submission and DIA's SAFE resource requirements
will be included in DIA's ADP submission.

The resources for the SAFE Project will be identified in
the National Foreign Intelligence Program's Congressional
Budget Submission.

The budgetary process is as shown in Figure 3.

5.2   OBLIGATION OF FUNDS

Obligations against the budget will be planned by quarters
for each fiscal year and will be reported quarterly against
the plan. The plan and reports will identify the application
of funds against each Agency's requirements.

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Both DIA and CIA funds will be made available to CSPO
upon approval of the Congressional budget.

The DIA total funding level for each fiscal year will be
confirmed by the DIA Comptroller (RS) to the CSPO using the
Military Interdepartmental Purchase Request (DD Form 448).
DIA will advance funds to the CIA under the Economy Act
based on SF 1080 billings from CIA.

CIA funds will be forwarded from NFAC using the Authorization
to Expend Funds from other Components Allotments (Form 1716).

CIA will provide certified summary accountings on a quarterly
basis both for costs to satisfy common requirements and those
requirements unique to each Agency. These summary accountings,
reflecting costs to the sub-object class level, will represent
the final accountings for advanced funds.

The proration of costs for the total system design and
developments to satisfy common requirements will be on a
50/50 basis. The proration of costs for other acquisitions
and procurements will be based on each Agency's expected
usage, needs, and quantities.

The obligation of funds will be in accordance with standard
CIA procedures.

ANNUAL PROJECT BUDGET CYCLE

C I A	COMMON	D I A

PROJECT LEVEL

| C I A (NFAC) | | D I A (RS) |

AGENCY LEVEL

| C I A | | D I A |

NFIP, DG
AND
OMB LEVEL

| S A F E |

CONGRESSIONAL LEVEL

| C I A (NFAC) | | D I A (RS) |

APPROVED
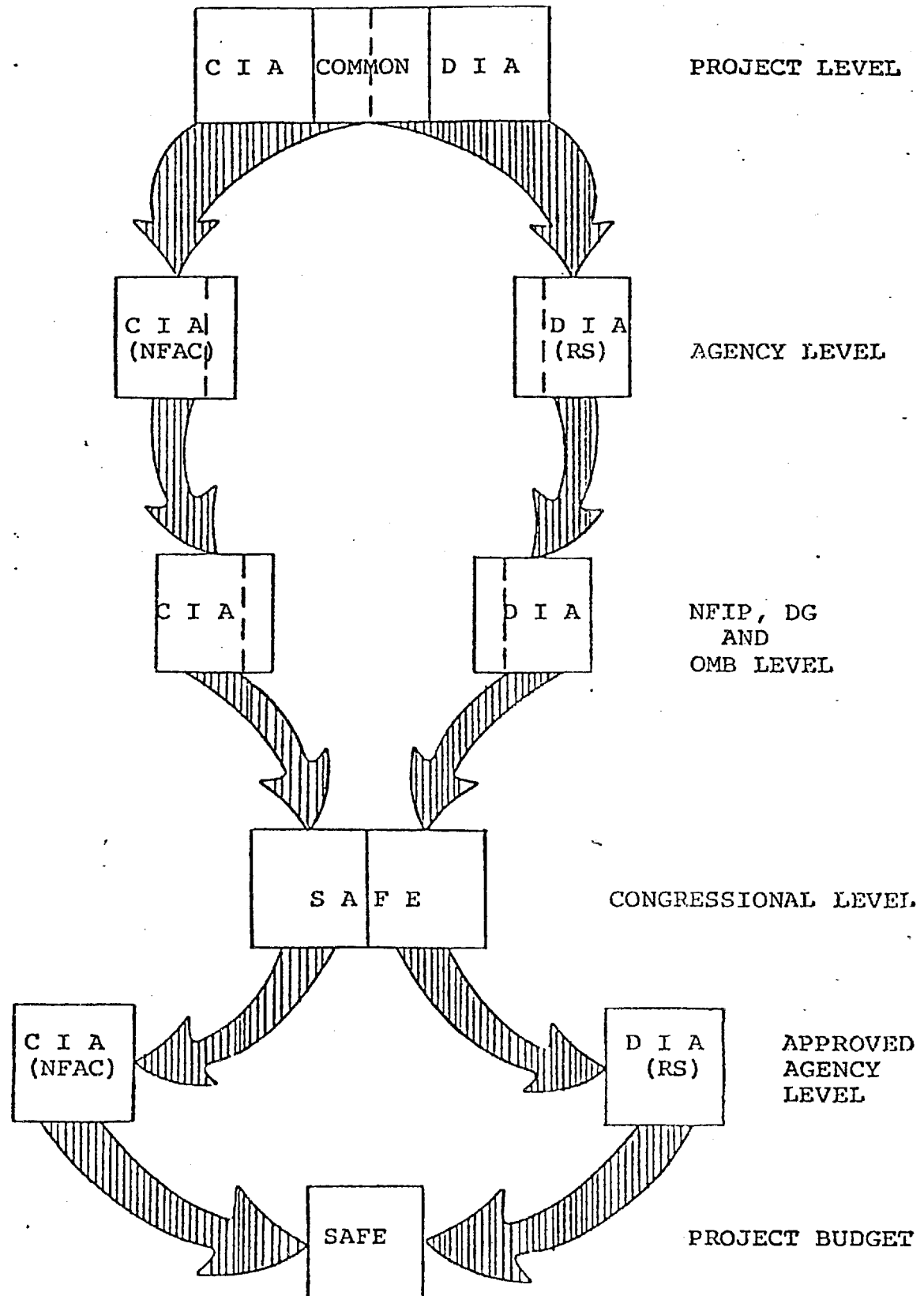AGENCY
LEVEL

| SAFE |

PROJECT BUDGET

Figure 3   V-3

SECTION VI

OVERSIGHT AND REPORTING

6.1   OVERSIGHT

The CSPO's reporting channel to the Director of the CIA will
be through the Office of Data Processing, the Deputy Director
for Administration, and Deputy Director of Central Intelligence.
The reporting channel to the Director, DIA will be through
the Systems Planning Office (SP).*

A Steering Committee consisting of the DD/NFAC/CIA**, DDS&T/CIA,
DDA/CIA, SP/DIA, and VP/DIA** will review and approve the
annual Program plan and budget. It will provide guidance on
policy issues, will resolve issues that the CSPO cannot
resolve, and approve major changes to this Project Management
Plan.

This Steering Committee will review the Project quarterly to
ensure that the System being developed is responsive to the
users' needs and that the Project is progressing satisfac-
torily. The quarterly reviews will encompass plans, accom-
plishments, activities, and problems.

6.2   REPORTING

Monthly, quarterly, and semi-annual reports and briefings
will be provided as noted in Table 2. The quarterly reports
will cover the preceding quarter's results and current
quarter's plans and will include financial status of the
Project for the fiscal year. The semi-annual reports will
cover the total Project status and activity to date and
technical and financial plans for the completion of the
Project.

On those months when quarterly and semi-annual reports are
due, monthly reports will be incorporated into those quarterly
and semi-annual reports.

The CSPO will produce the reports and schedule briefings no
later than 15 working days after the end of the reporting
period.

  * The DIA reporting channel will change from SP to RS at
    completion of the System Functional Design.

 ** Co-Chairman

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PROJECT REVIEWS AND CONTROLS

	DCI D/DIA	DD/NFAC/ CIA DDA/ CIA DDS&T/ CIA	D/OCR/ CIA D/ODP/ CIA	DD/DIA RS/DIA COMPT/ CIA	SP/DIA VP/DIA	D/DCI/ ICS
Semi-Annual Briefings and Reports .	X	X	X	X	X	X
Quarterly Briefings and Reports		X	X	X	X	X
Monthly Briefings and Reports			X		X	

Table 2